Preparedness and response planning for foreign animal disease (FAD) incidents is crucial to protect animal health, public health, animal agriculture, the food supply, and the economy. This Ready Reference Guide provides an overview of the FAD PReP Manual 1-0, describing authorities, funding, relationships among Federal departments, incident management, and communication strategies during an FAD incident or outbreak.

Foreign and Emerging Animal Diseases

An FAD is defined as a transboundary animal disease or pest not known to exist in the U.S. animal population. An emerging animal disease is any animal or zoonotic disease not yet known or characterized, or any known animal or zoonotic disease that changes or mutates in pathogenicity, communicability, or zoonotic potential to become a threat to animals or humans.

National Response Framework (NRF)

The NRF is a guide to how the Nation conducts all-hazards response; it is a critical component of the National Preparedness System and is one of several National Planning Frameworks. Building on the National Incident Management System (NIMS), the NRF describes specific authorities and establishes a comprehensive approach for responding to domestic incidents that range from serious but local events to large-scale terrorist attacks or catastrophic natural disasters. Other National Planning Frameworks include the:

♦ National Prevention Framework,
♦ National Protection Framework,
♦ National Mitigation Framework, and
♦ National Disaster Recovery Framework.
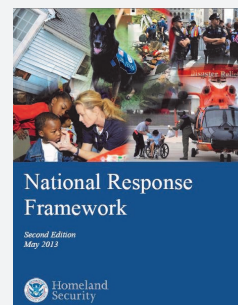
National Incident Management System (NIMS)

NIMS, a companion document to the NRF, provides an approach for government, non-governmental organizations (NGOs), and the private sector to prevent, mitigate, respond to, and recover from any incident(s) in order to reduce the loss of life and property and harm to the environment. NIMS consists of five key components:

♦ A set of preparedness concepts and principles for all hazards;
♦ Essential principles for a common operating picture and interoperability of communications and information management;
♦ Standardized resource management procedures that enable coordination among different jurisdictions or organizations;
♦ Scalability, for use in all incidents (ranging from day-to-day to large-scale); and
♦ A dynamic system that promotes ongoing management and maintenance.

National Animal Health Emergency Management System (NAHEMS)

NAHEMS is an integrated system for managing FAD and other animal health incidents and was established by APHIS and its stakeholders to provide a functional framework for responding to FAD emergencies. The NAHEMS Guidelines are in place to ensure a successful response commensurate with the severity of the outbreak. Federal, State, and local agencies, Tribal Nations, and other groups involved in animal health emergency management activities should integrate the information provided in the NAHEMS Guidelines into their preparedness planning.

Emergency Support Functions (ESFs) within the NRF

Part of the NRF's approach is to define the ESFs that provide the structure for coordinating Federal interagency support in an incident response. There are 15 different ESFs, none of which belong to just one organization or agency. An FAD incident would fall under ESF #11–Agriculture and Natural Resources. The USDA serves as Coordinator for this ESF, meaning it is responsible for the following:

♦ Maintaining contact with the ESF primary and support agencies through conference calls, meetings, training activities, and exercises.
♦ Monitoring the ESF's progress in meeting the targets of the core capabilities it supports.
♦ Coordinating efforts with corresponding private sector, NGO, and Federal partners.
♦ Ensuring the ESF is engaged in appropriate planning and preparedness activities.

Many other Federal government agencies and departments support ESF #11, just as USDA has supporting roles in other ESFs. The responsibilities of a Support Agency in an ESF typically include:

♦ Participating in planning for incident management, recovery operations, and the development of operational plans.
♦ Providing input to periodic readiness assessments.
♦ Maintaining trained personnel to support interagency emergency response teams.
♦ Identifying new equipment or capabilities required to better respond to threats and hazards.
♦ Coordinating resources resulting from response missions assignments.

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1

Authorities

APHIS receives its permanent and general regulatory authority to act in preventing, detecting, controlling, and eradicating any FAD or emerging disease by the Animal Health Protection Act (AHPA), 7 United States Code (U.S.C) 8301 et seq. The following are activities that the Secretary is authorized to perform under the AHPA in pursuit of FAD preparedness and response:
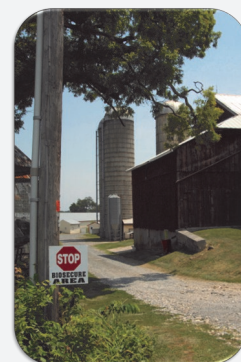
♦ Prohibit or restrict imports, exports, and/or interstate commerce;

♦ Implement remedial measures (i.e., destruction or removal activities, movement restrictions);

♦ Disinfect articles, conveyances, individuals and personal articles involved in the importation or exportation of animals;

♦ Declare an extraordinary emergency;

♦ Compensate the owner of animals, articles, facilities, or conveyances destroyed in the process of FAD eradication;

♦ Inspect, without warrant, persons or conveyances moving regulated animals or articles into the United States, in interstate commerce, or in intrastate commerce;

♦ Obtain warrants, for the purpose of entering, inspecting and seizing (if necessary) premises in the United States;

♦ Establish a veterinary accreditation program as well as standards of conduct for accredited veterinarians;

♦ Cooperate with both domestic and international government and non-government actors;

♦ Pay overtime for employees performing import/export services;

♦ Levy civil and criminal penalties against violators of the AHPA;

♦ Conduct investigations and administer subpoenas necessary for the administration of the AHPA; and

♦ Transfer funds from other USDA agencies and corporations for the arrest, control, eradication, and prevention of an FAD.

Regulations related to FAD response are found in the Code of Federal Regulations (CFR) which detail how Executive agencies interpret the U.S.C. Relevant sections include 7 CFR Parts 1, 2, 15, and 371; 9 CFR Parts 53, 71, and 161.

USDA Roles and Responsibilities

USDA is the lead Federal Agency for incident management during an FAD outbreak affecting domestic livestock or poultry. USDA would take on primary and coordination roles for incident management:

♦ Coordinates Incident Management Teams, manages incident response, manages public messages, and acts to control and eradicate the disease.

◊ Control and eradication may include quarantine and movement control, epidemiological investigation, appraisal and compensation, depopulation of affected animals, cleaning and disinfection, disease surveillance, diagnostics, and emergency vaccination.

♦ Acts as primary interface between Federal, State, Tribal, and local partners.

♦ Acts as the primary Federal liaison to the animal industry.

♦ Provides on-scene support and response capability in collaboration with State partners.

♦ Maintains surveillance for animal health anomalies that may indicate the presence of a foreign or emerging animal disease.

♦ With State Animal Health Officials, assigns FAD Diagnosticians to investigate possible cases of FADs or emerging animal diseases.

♦ Operates the National Veterinary Services Laboratories, which are World Organization for Animal Health Reference Laboratories for identifying and confirming FADs.

♦ After a diagnosis of disease, warns appropriate Federal and State officials to facilitate a more timely and efficient response.

♦ Assesses, with the Department of Health and Human Services, whether animals and animal product processors, distributors, and importers in the affected area can provide safe food and feed.

♦ Works to prevent the introduction of disease from domestic animals to wildlife and conducts disease research, surveillance, and management activities.

♦ Administers a National Wildlife Disease Surveillance and Emergency Response Program to conduct coordinated surveillance of managed wildlife diseases and respond to emergencies such as natural disasters and disease outbreaks.

♦ Evaluates and modifies regulations regarding inspection and quarantine of animals and animal products at ports of entry.

♦ Maintains the Smuggling Interdiction and Trade Compliance database to document imports of animal products, allowing for more targeted inspection at ports of entry and tracing the disposition of products.

♦ Requires quarantine and diagnostic testing of imported animals.

♦ Gathers intelligence for emerging issues, including electronic scanning of open-source information and text mining. This may provide information that indicates the emergence and/or spread of animal disease outbreaks in the United States or abroad. Potential and confirmed outbreaks are verified, tracked, and prioritized for further action, including follow-up, assessment, analysis, and communications. Current pathway analyses and risk assessment methods focus on predicting the likelihood of movement of known diseases to new locations.

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2

**United States
Department of
Agriculture**

Federal Department Roles and Responsibilities

USDA is responsible for coordinating the response to livestock or poultry disease and will request support as necessary from other Federal agencies under its own authorities to control a livestock or poultry disease. In situations where a declaration of emergency or major disaster is issued by the President, or if the Secretary of Agriculture requests Department of Homeland Security (DHS) lead coordination, then the Secretary of Homeland Security and DHS will lead the coordination of Federal-to-Federal Support and Federal Resources.

Federal Department/ Agency	Roles and Responsibilities for FAD Preparedness
Department of Homeland Security	♦ Inspects people and cargo, enforces quarantine, and implements regulatory changes at ports of entry. ♦ Acquires, integrates, and reports interagency biosurveillance information. ♦ Monitors the Nation's critical infrastructure and key resources. ♦ Providing logistics support and coordination with other agencies where needed. ♦ May establish a National Joint Information Center (JIC) to review public messages.
Department of Health and Human Services	♦ Serves as the lead coordinator of Federal efforts to provide public health and medical assistance. ♦ Investigates and ensures safety of food supply (except for meat, poultry, and processed eggs). ♦ Develops policy on pandemic preparedness and deploys staff in emergencies. ♦ Recommends and guides usage of antiviral prophylaxis and personal protective equipment. ♦ Guides State, Tribal, and local agencies on diagnosis and management of human infections. ♦ Performs epidemiological investigations of human cases and case clusters. ♦ Operates quarantine stations for international travelers at designated ports of entry. ♦ Performs outreach to healthcare stakeholders at all levels and communicates government actions and food safety information to the public. ♦ Researches the presences and survival of specific disease agents in certain foods. ♦ Expands border disease surveillance.
Department of the Interior	♦ Manages and protects certain wildlife and protects public health on Federal lands. ♦ Maintains National Wildlife Health center and investigates wildlife diseases. Responds to zoonotic outbreaks in managed wild animals in coordination with Federal and State natural resources and animal health and public health agencies. ♦ Inspects and tracks wildlife and wildlife product trade and trafficking into and out of the United States.
Environmental Protection Agency	♦ Exercises jurisdiction over drinking water and water treatment. Determines if local water is safe and assists in finding alternate water supply for critical care facilities. Assesses wastewater and solid waste facilities. ♦ Provides technical assistance, expertise, and support for decontamination and disposal issues. ♦ Provides investigation and intelligence support. ♦ Provides assistance and information on public health/medical aspects of hazardous materials. ♦ Approves suitable disinfectant pesticides and evaluates registration of and fields questions on disinfectants.
Department of Labor	♦ Coordinates National Response Framework Worker Safety and Health Support Annex. Monitors Occupational Safety and Health Administration (OSHA) precaution compliance and assists affected employers. Investigates employee fatalities, catastrophes, and complaints.
Department of Justice	♦ Coordinates Federal investigation of criminal activities, if bio-terrorism or agro-terrorism are suspected, through the Joint Terrorism Task Force.
Department of Defense	♦ Supports USDA for animal disease preparedness, response, and recovery efforts. ♦ Provides available resources with approval of the Secretary of Defense, such as Army Veterinary Services.
Department of State	♦ Coordinates response with other countries when an animal and/or plant disease outbreak is a transboundary threat.

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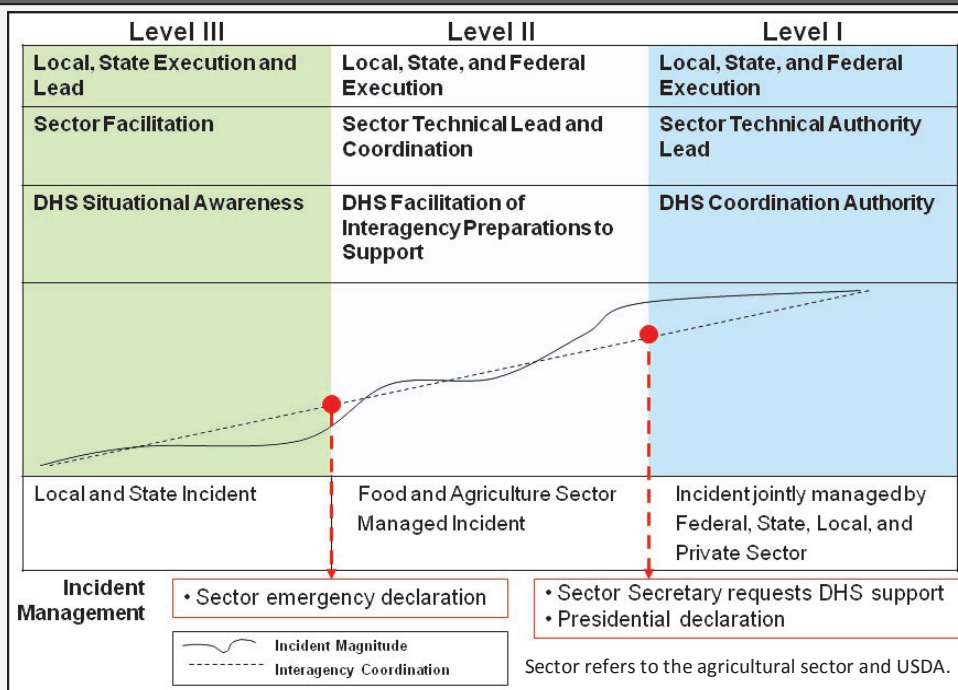4700 River Road Unit 41 • Riverdale, MD 20737 • (301) 851-3595

3

APHIS Incident Management Levels

APHIS uses a three level system of emergency response.

Level III is the lowest and identifies a limited response where enough resources are available in the area or State to staff an evaluation or initial response level.

A Level II response requires resources beyond the area/State's capacity, but within the lead agency's ability to support.
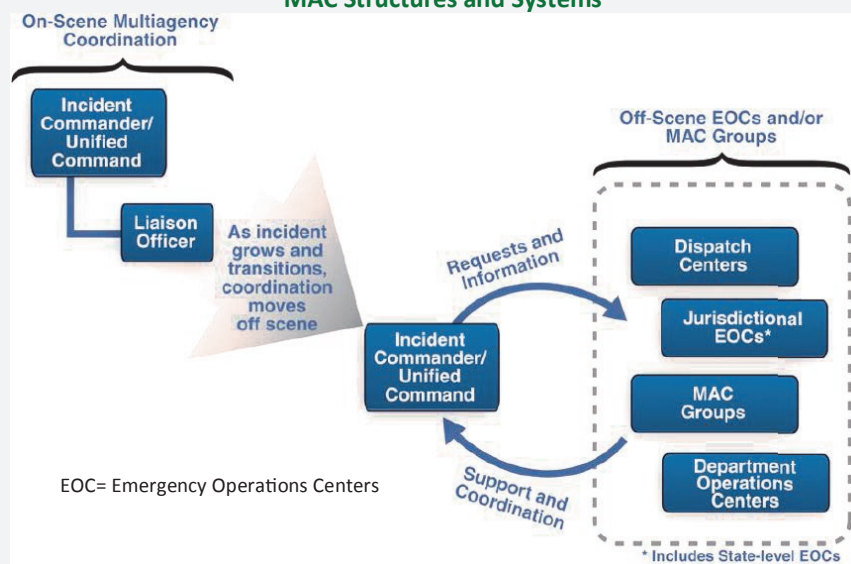
Level I responses require resources or expertise beyond the lead program's capacity, and in many cases will be of National significance. A request can be made through the Emergency Management Leadership Council (EMLC) to the APHIS Administrator to declare total mobilization, and, upon approval, the lead program can request resources APHIS-wide.

Level III	Level II	Level I
Local, State Execution and Lead	Local, State, and Federal Execution	Local, State, and Federal Execution
Sector Facilitation	Sector Technical Lead and Coordination	Sector Technical Authority Lead
DHS Situational Awareness	DHS Facilitation of Interagency Preparations to Support	DHS Coordination Authority
Local and State Incident	Food and Agriculture Sector Managed Incident	Incident jointly managed by Federal, State, Local, and Private Sector

Incident Management
- Sector emergency declaration
- Sector Secretary requests DHS support
- Presidential declaration

— Incident Magnitude
- - - Interagency Coordination

Sector refers to the agricultural sector and USDA.

Multiagency Coordination (MAC) Groups

MAC is a process that allows all levels of government and all disciplines to work together more efficiently and effectively. In an animal emergency, an APHIS MAC Group will form if incident response needs more support, coordination, and assistance with policy level decisions.

MAC Structures and Systems

On-Scene Multiagency Coordination

Incident Commander/ Unified Command

Liaison Officer

As incident grows and transitions, coordination moves off scene

Off-Scene EOCs and/or MAC Groups

Requests and Information

Incident Commander/ Unified Command

Support and Coordination

Dispatch Centers

Jurisdictional EOCs*

MAC Groups

Department Operations Centers

* Includes State-level EOCs

EOC= Emergency Operations Centers

The EMLC typically serves as the APHIS MAC Group in an emergency. Responsibilities of the APHIS MAC Group vary depending on the disease emergency, but the general functions of the Group are incident prioritization, resource allocation and acquisition, and identification and resolution of issues common to all parties. If the emergency becomes too large for an APHIS MAC Group to handle efficiently, cooperation from other agencies or committees will be implemented.

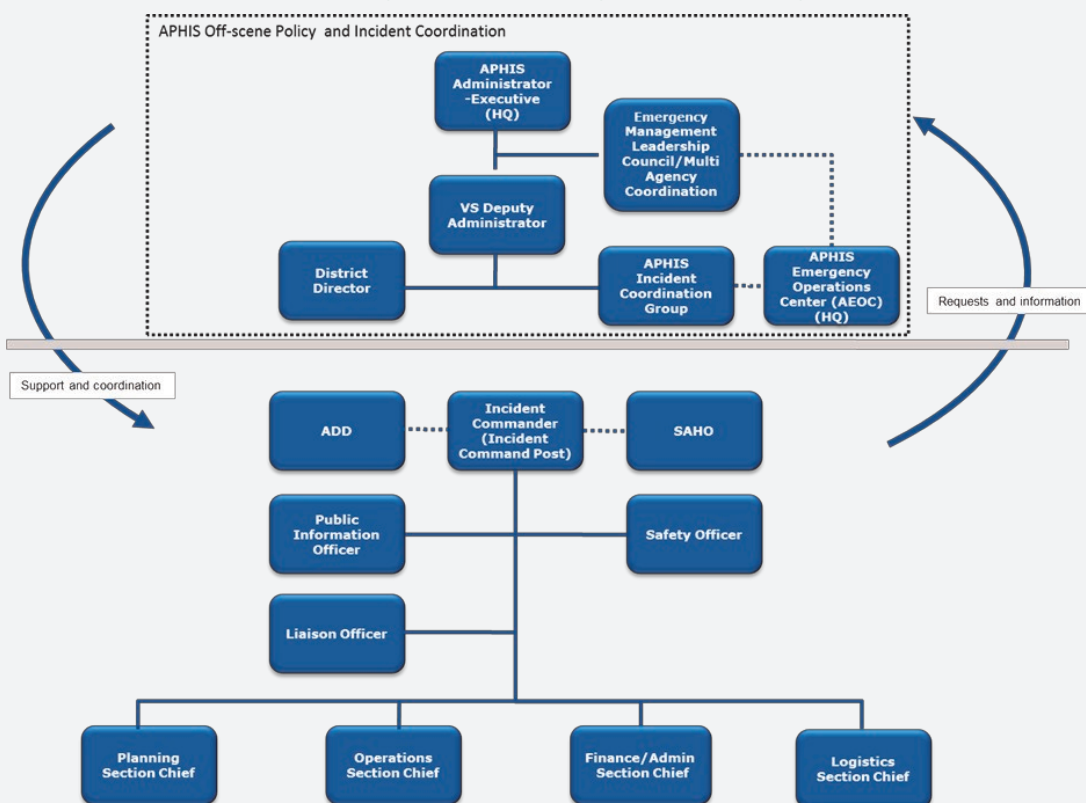## APHIS Incident Coordination Group (ICG) Responsibilities

The APHIS ICG supports Incident Command (IC) and Area Command(s) (AC) in acquiring resources, formulating policy, and developing and implementing response and recovery strategies for FAD outbreaks. The Group's responsibilities include:

♦ Providing guidelines to ensure responder and public health and safety.
♦ Coordinating effective communication.
♦ Assisting in establishing epidemiological principles.
♦ Assisting in developing incident objectives and approving response strategies for emergency vaccination as needed.
♦ Assisting in integrating response organizations into the IC System (ICS).
♦ Assisting in developing protocols as needed.
♦ Providing information to the JIC for use in media and stakeholder briefings.
♦ Providing budget requests and projections as needed.
♦ Assessing response progress, response strategies, and providing economic analyses as needed.

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4

**United States
Department of
Agriculture**

FAD Response
*Ready Reference Guide—
Roles and Coordination*

Incident Management Overview

ICS enables effective and efficient domestic incident management by integrating facilities, equipment, personnel, procedures, and communication within a common organizational structure. The approach to incident management will be scalable and adaptable to the size and complexity of the incident itself. For single incidents, a single IC may be sufficient. For multiple incidents, more than one IC may be necessary and an AC can be established to oversee the management of multiple incidents or multiple ICs. Regardless of whether it is a single incident or multiple incidents, support and coordination is provided from off-site resources like the APHIS MAC Group, APHIS ICG, and the Emergency Operations Center at Headquarters.

**APHIS Multiagency Coordination Structures and APHIS Emergency Operations Center:
Relationship to Incident Management Team (Single Incident)**

APHIS Off-scene Policy and Incident Coordination

APHIS Administrator -Executive (HQ)

Emergency Management Leadership Council/Multi Agency Coordination

VS Deputy Administrator

District Director

APHIS Incident Coordination Group

APHIS Emergency Operations Center (AEOC) (HQ)

Requests and information

Support and coordination

ADD

Incident Commander (Incident Command Post)

SAHO

Public Information Officer

Safety Officer

Liaison Officer

Planning Section Chief

Operations Section Chief

Finance/Admin Section Chief

Logistics Section Chief

Note: SAHO = State Animal Health Official, ADD = Assistant District Director.

APHIS Organization for a Single Incident

The Incident Command Post (ICP) is a physical location that administers the on-scene IC and other major incident management functions. An EOC is located separately from the on-scene ICP and supports the on-scene response by providing external coordination and securing of additional resources. A MAC Group does not have any direct IC involvement and will often be some distance from the incident. EOCs and MAC Groups support ICP command and management, but have no on-scene command.

The State Animal Health Official (SAHO) and Assistant District Director (ADD), or their designee, initially serve as ICs for the Unified Command. They may be relieved by an Incident Management Team (IMT) if there is a delegation of authority to the IMT.

APHIS Organization for Multiple Incidents

More than one IC can be established when there are multiple incidents occurring at the same time. An AC can also be established to oversee management of multiple incidents that are handled by separate IC organizations or of a very large or evolving incident. An AC should not be confused with the functions performed by MAC as AC oversees management coordination of the incident, while a MAC element coordinates support. If an emergency becomes too large for an APHIS MAC Group to handle, cooperation from other agencies will be implemented. MAC Groups will coordinate additional resources and make decisions on prioritizing incidents and the use of critical resources but are still not part of the on-scene IC.

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5

Communication Strategy

Internal communication between government authorities is critical to informed and timely decisions. APHIS uses the Emergency Management Response System (EMRS) as its information management system. EMRS is designed to be used consistently, support geographical information systems, and continually support programming and updates from on–and off-site.

External communications keeps the public, media, and international community fully informed in order to calm anxiety, instill confidence, and ensure compliance with emergency directives. APHIS Legislative and Public Affairs (LPA) will be the primary liaison with social and news media.
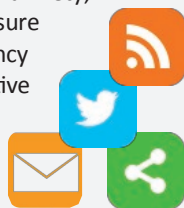
Communication Tools

♦ **APHIS Emergency Management Response System**: Provides a way to monitor FAD investigations performed by State or Federal FAD Diagnosticians (FADDs) by generating automatic email notifications to select Veterinary Services personnel.

♦ **Resource Ordering and Status System (ROSS)**: Provides asset management information and communicates with EMRS so that IC can track personnel and physical assets. IC can also use ROSS to find qualified individuals by their location if additional staff are needed.

♦ **SharePoint**: IC members can easily collaborate using this secure, web-based software to communicate, share information, and manage documents and tasks.

♦ **Videoconferences**: IC can bring personnel together from different sites simultaneously and allow them to share documents.

♦ **Conference calls**: Provides an audio feed to let IC bring many incident personnel together at once.

♦ **Email, personal digital assistants, and phones**: Used to disseminate information quickly during an incident.

♦ **Daily staff meetings**: IC holds meetings several times per day (often including videoconferencing and conference calls), at minimum during shift changes and before beginning the day.

♦ **Situation reports and status reports**: These summarize the facts and details of the incident, and are produced and distributed daily or as needed.

Communication During a Response

Initial Response APHIS and LPA strive to notify all partners at the earliest possible opportunity. Since emergencies can be market-sensitive, LPA will discuss timing and distribution with USDA officials. Depending on the significance of the animal disease emergency, notification can occur via different means, including a live, televised press conference. LPA will develop a statement or press release, internal talking points, question and answer documents, external fact sheets, remarks for speakers, a Hot Issue website, media advisories, and any other materials deemed necessary.

Additionally, at least one Public Affairs Specialist (PAS) will deploy to the site of the emergency to work within ICS, and one PAS will work with the APHIS Emergency Operations Center (AEOC) in Riverdale, MD. On-scene, the PAS will be a conduit for information to internal and external stakeholders, including the local media or other organizations seeking information about the incident. At AEOC, the PAS will respond to media calls made to headquarters and will facilitate information sharing.

Ongoing Communication Support Routine contact will remain to various audiences until the ICS response comes to a close. LPA will issue twice-daily communication briefings on operational progress to the media and public, but it will tailor briefings based on media interest. The PAS on-scene will train Incident Commanders to act as Public Information Officers as necessary.

Post Incident Communication Though interaction may be less frequent, LPA will ensure that consistent messaging will continue and may include maintaining an outreach campaign and providing information on how operations are returning to normal. During the progress toward complete eradication and restoration of full trading, a number of milestones may be communicated to domestic and international audiences:

♦ lifting of a quarantine;
♦ results of trace-backs;
♦ complete disinfection of formerly Infected Premises;
♦ restoration of exports from areas of the United States designated as being pest- or disease-free; and
♦ completion of an investigation.

Funding

The Secretary of Agriculture may declare an extraordinary emergency allowing the transfer of necessary funding from other appropriations or funds available to the agencies or corporations of the USDA. The Office of Management and Budget may make additional funding available for emergencies. Through a request process, funding for an FAD emergency can come from various sources, depending on the projected needs of the incident. If less than $1 million of assistance is needed a contingency fund request will most likely be made; more than $1 million of assistance will require a Commodity Credit Corporation request.

Further Information

For more details please see the *APHIS FAD PReP Manual 1-0* available at **http://www.aphis.usda.gov/animal_health/emergency_management/** or **http://inside.aphis.usda.gov/vs/em/fadprep.shtml** (for APHIS employees).

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6